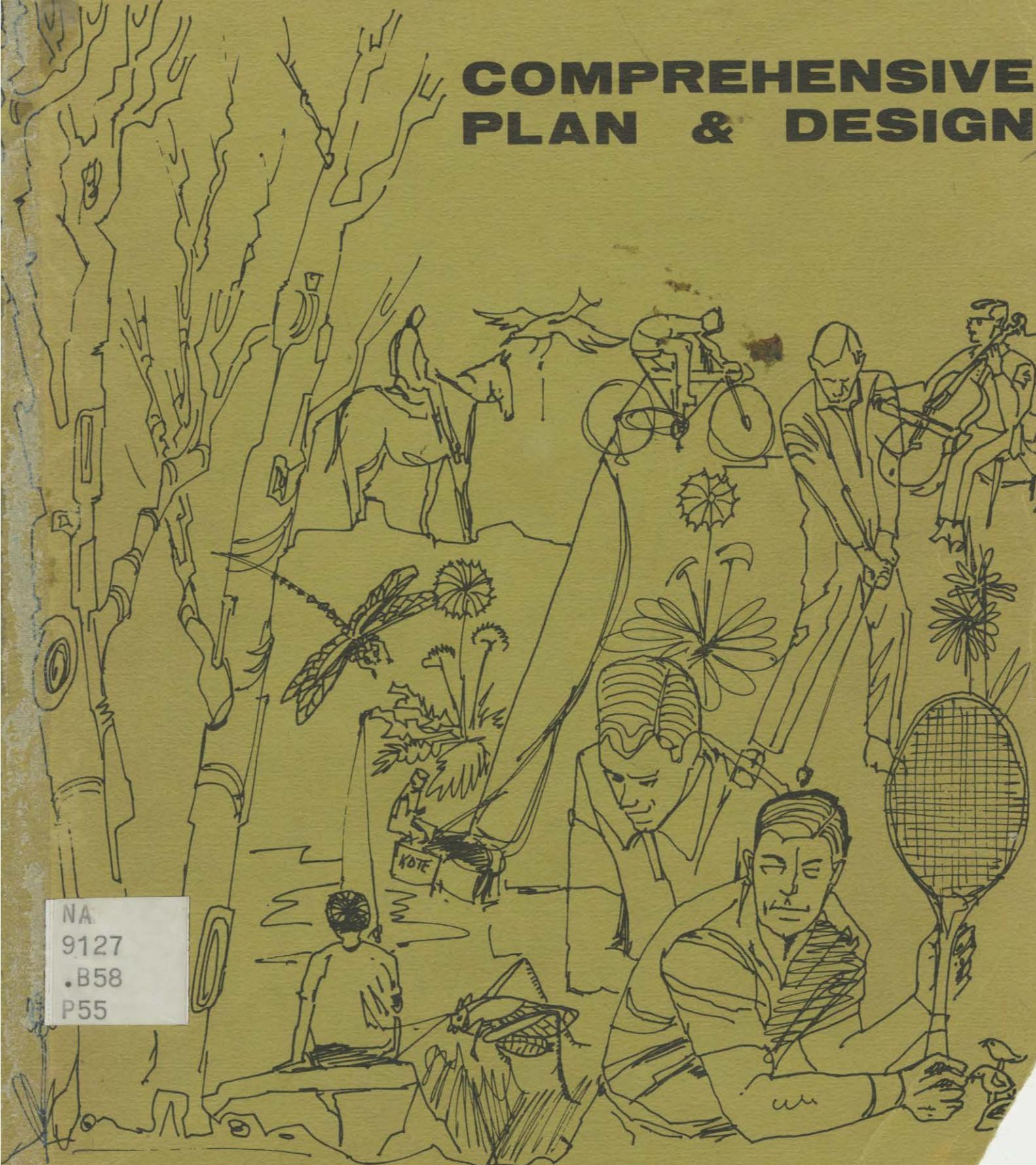


BOISE RIVER

*Library*

# GREENBELT

**COMPREHENSIVE  
PLAN & DESIGN**



NA  
9127  
.B58  
P55

Honorable Mayor and City Council  
City Hall  
605 Bannock Street  
Boise, Idaho

Gentlemen:

In accordance with our agreement of July 8, 1968, Planning Research/West is pleased to submit a comprehensive plan and design for the Boise River Greenbelt. It has been both a pleasure and a challenge to have had the responsibility of preparing this report.

The consultants have worked with the City, its officials, agencies, and commissions as well as with the general public during the formulation of the design. We are aware that credit is due many groups and individuals, and we are grateful for the fine cooperation extended to us.

This submission is made with confidence that the Greenbelt will be a lasting resource which will be a credit to the City and the State of Idaho.

Very truly yours,

PLANNING RESEARCH/WEST



Arlo R. Nelson

## **CREDITS**

---

Preparation of this report has been accomplished by the cooperative efforts of many people. Particular credit should be given to those groups and individuals listed below.

### **BOISE CITY COUNCIL**

Jay S. Amyx, Mayor  
Sherm Perry, President  
William Onweiler, President Pro Tem  
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Anna Hettinger  
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### **BOISE CITY STAFF**

Gordon S. Bowen, Park Superintendent  
Russell Carter, Planning Director  
William E. Everts, Recreation Director  
Robert H. Griffiths, Public Works Director  
Herbert Mayer, Traffic Engineer

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It is noted that aside from those illustrations listed above, a design of the Boise River Greenbelt at a scale of one inch equals 50 feet has been prepared and submitted as part of this report. Property lines must be considered as approximate. Detailed design prior to construction will, of necessity, be required for specific areas.

## **INTRODUCTION**

General  
Methodology  
Scope and Objectives

## **GENERAL**

---

It is appropriate that in 1968, Boise City has chosen to aggressively attack the implementation program of the Boise River Greenbelt. Historically the Boise River Greenbelt, as it is now named, has been discussed by nearly all of the citizens of the City. Its effect on the community and most importantly, the overriding prospects of intensifying the use and beauty of the total community by its development, places the implementation program in an area of popular support. The Boise City administration and the community at large have seen too many examples of the loss of valuable assets in other areas of the nation to permit the Boise River Greenbelt program to remain in an area of anticipation.

Through the founding years of our country, over 50 major cities were located on rivers where there was a need to have ready access to and cheap transportation for industry. At a time in history of rapid growth and expansion, too little thought was given to 1968 and beyond when the population of the greatest and

wealthiest nation in the world would be exceeding 300 million by the year 2000. The present picture is quite different than during the industrial revolution when the population was approximately 75 million. The problems of growth and inherent urban complexities are of enough importance that America is now undergoing a change. An agonizing reappraisal of the highest and best use of prime natural resources has seen the pendulum swing to preservation and reconstitution of the original resource. It is in this context that an aggressive Boise River Greenbelt program is being undertaken.

Frederick Law Olmstead, the father of landscape architecture, wrote the following in 1877: "Our country has entered upon a state of progress in which its welfare is to depend on the conveniences, safety, order, and economy of life in its great cities. It cannot prosper independently of them; cannot gain virtue, wisdom, comfort, except as they advance."

## **METHODOLOGY**

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The approach used in the development of these materials was to prepare the design and the report concurrently, with major areas of concern receiving critical analysis and illustration based on criteria which was developed during progress of the work. The items which are included in the contents of the report text were believed to be of material importance in considering a course of action for future acquisition and development. It became increasingly apparent during project formulation that the magnitude of the effort would necessitate future detailed design of distinct areas on the Greenbelt. The generalizations which may be made in this report are kept to a minimum insofar as possible to insure that recipients of the work will fully understand the program, its concepts and alternative possibilities where alternatives are meaningful.

Maximum use was made of previous studies. This included significant work done on behalf of the community before and after the Greenbelt was conceived. Early in project development it was determined that the City's official family should be kept abreast of tentative and final proposals. This method of remaining in liaison resulted in several meetings with the City Staff, Park Board, Planning-Zoning Commission and the Mayor and City Council to provide advice and support in areas of concern.

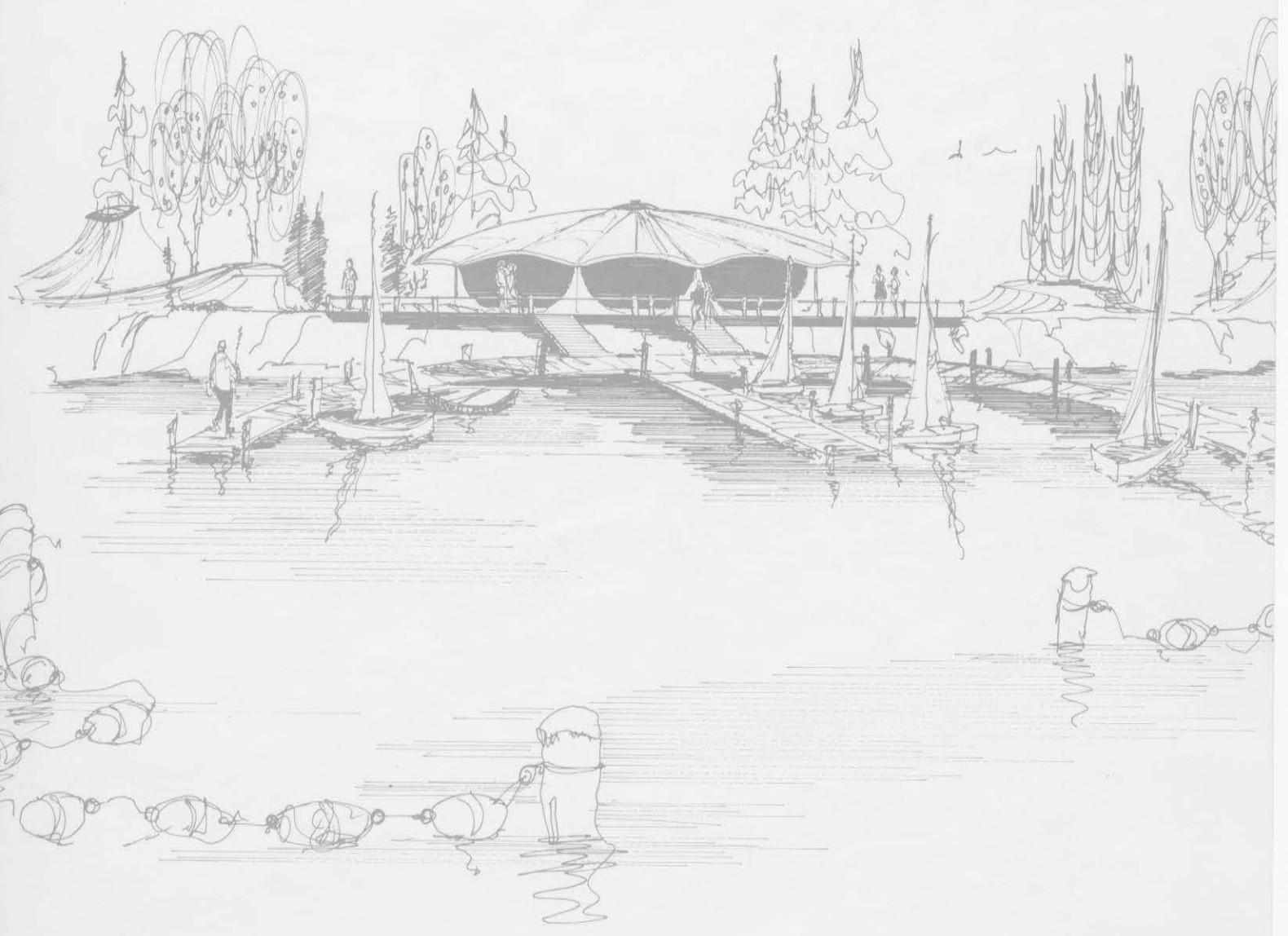
## **SCOPE AND OBJECTIVES**

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By the present effort, Boise City is becoming an even greater city. In 1968, the Mayor and City Council budgeted for acquisition of the first prime properties in the Greenbelt which will help to anchor the program. They employed the services of the consultant on July 8, 1968 to prepare a comprehensive plan and design for the Greenbelt and to set down firm guidelines and policies for development.

The general area of coverage encompassed in the design includes a strip of land approximately 3,000 feet in width in the Boise River area extending from the narrow point by Gate City Steel industrial development east of Boise City downstream to the Boise City Sewage Treatment Plant as illustrated on map No. 1.

The objective of this work was to bring together into related documents a usable format for the City administration, its boards, commissions and staff, as well as the citizens of the community. These documents are one, a Boise River Greenbelt design; and two, a greenbelt comprehensive plan.

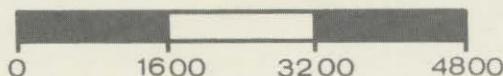


**PLANNING AREA MAP NO. 1**



## PLANNING AREA

**MAP NO. 1  
SCALE:**



BOISE RIVER

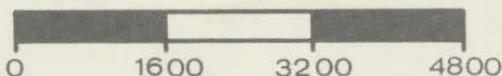


STUDY AREA



## PLANNING AREA

**MAP NO. 1  
SCALE:**



 BOISE RIVER

 STUDY AREA

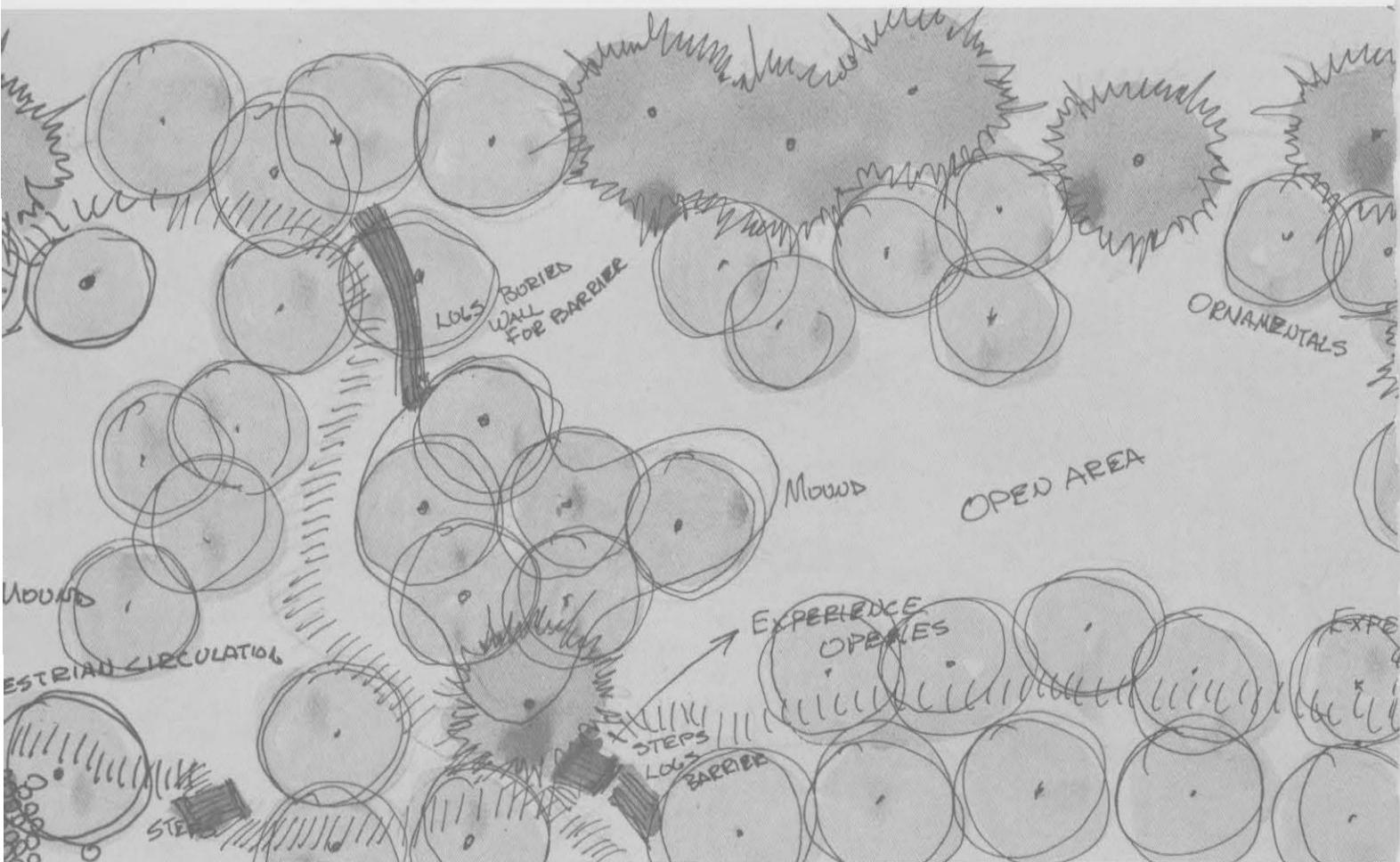
## **CONCLUSIONS AND RECOMMENDATIONS**

Land Use  
Planning and Zoning  
Traffic and Circulation  
Feasibility  
Greenbelt Plan

## LAND USE

It is recommended that to improve and solidify the land use patterns which are desirable as related to the Boise River Greenbelt, the following should be done:

1. Some land use patterns adjacent to the Greenbelt should be permitted to change from their present structure.
2. The land use patterns should be protected by adequate ordinance amendments and adoption to prohibit pollution, to require land recontouring as desirable where excavation is underway, to solidify zoning which is presently in a liquid or loose state, and to assure the private sector that a solidified growth pattern has been adopted by the City.
3. The framework of individual neighborhoods lying adjacent to the Greenbelt should be better understood and the procedures for implementation of the neighborhood land use objectives and goals set down in writing. Development of proper criteria will be emphasized by the Greenbelt itself. The Design Review requirements, which are part of the City's zoning ordinance, are recommended to be applied to substantial areas adjacent to the Greenbelt. Proper neighborhood design with applied Design Review consideration would give substance and meaning to the City's efforts since guidelines would be available.
4. Many of the existing streets adjacent to the Greenbelt should be redesigned and new streets built to insure completion of the Greenbelt and continued growth of related land use patterns. This not only applies to those new streets discussed in this report, but also existing local streets that are unsatisfactory as related to the Greenbelt.



## **PLANNING AND ZONING**

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Since the Greenbelt manifests itself as an open space area which is generally horizontally aligned along Boise River through a significant part of the City, it becomes readily apparent that the planning and zoning along the river must receive careful consideration. It is also apparent that this consideration should bring about several changes in present zoning classifications. The Greenbelt touches upon neighborhoods with residential emphasis, with retail commercial activities, industrial areas, educational institutions, and upon existing parks. Today, most of the private sector activities do not use the amenities of the river. Based upon the tremendous variety of activities which must be promoted and sympathised with in any Greenbelt development, the following is recommended:

1. The "A" Open Land classification which exists in the Boise City Zoning Ordinance is the classification which should be placed upon the Greenbelt lands and upon adjoining public buildings. The zoning ordinance of the City should be amended, however, to have open space public lands and buildings as a separate entity of the ordinance. Today there is some confusion in the ordinance which exists due to the "A" Open Land classification also serving as an agricultural zone. Although these areas can generally be classified as open land, there is adequate benefit in separating these two major areas of land use. The zoning which is adopted for the Greenbelt and other public open space areas and buildings should be better defined in the continuing role of these uses in the community.
  
2. The Design Review requirements of the Boise City Zoning Ordinance would relate to the "A" Open Space areas with specific wording. By this method, the objectives and goals of the community which affect the private ownership adjacent to these areas would be obtainable. The Neighborhood Analysis effort which has been discussed by the City and which should be accomplished in the near future must set down the criteria which will encourage the lands adjacent to the Greenbelt to be designed in sympathy with the tremendous amenities of the
  
3. From the planning standpoint, it is also highly desirable that every effort be explored to permit the private sector to introduce water from Boise River into developments for aesthetic and practical use. Fountains, waterfalls, waterways and other treatment are possibilities which would not deplete the river.
  
4. The design proposed for the riverbed included suggestions which will encourage more constant flow of water in given areas, thus discouraging areas of stagnation and pollution. It is desirable that every effort be made by the City to prohibit the use of Boise River for waste disposal. This includes correction of negative influences such as open drains, dumping, land fills, recirculation of impure water and like distasteful river intrusions. The scope of this work did not permit a water pollution study which would specifically point out these intrusions.
  
5. The adoption of the Greenbelt design and program should excite the imagination of the community to the extent that the impact of the Greenbelt will be apparent. In this regard it is again emphasized that the community should set forth very specific goals and objectives on behalf of the Greenbelt itself. This discussion was touched upon in the land use recommendations wherein it was stated that considerable change and upgrading of adjacent properties can be expected and should take place because of the focus which will occur. The City should give high priority to development of these objectives and goals.

Greenbelt. Even though efforts of the City to establish the Greenbelt are being made, there must also be a coordinated concept which will require design sympathy with the Greenbelt although it is understood that community pride and increase of land values will encourage better development relationships.

## **TRAFFIC AND CIRCULATION**

Based upon present plans and proposals largely being developed by Boise City and upon conditions which became apparent in Greenbelt design preparation, the following recommendations are made on traffic and circulation as related to the Greenbelt:

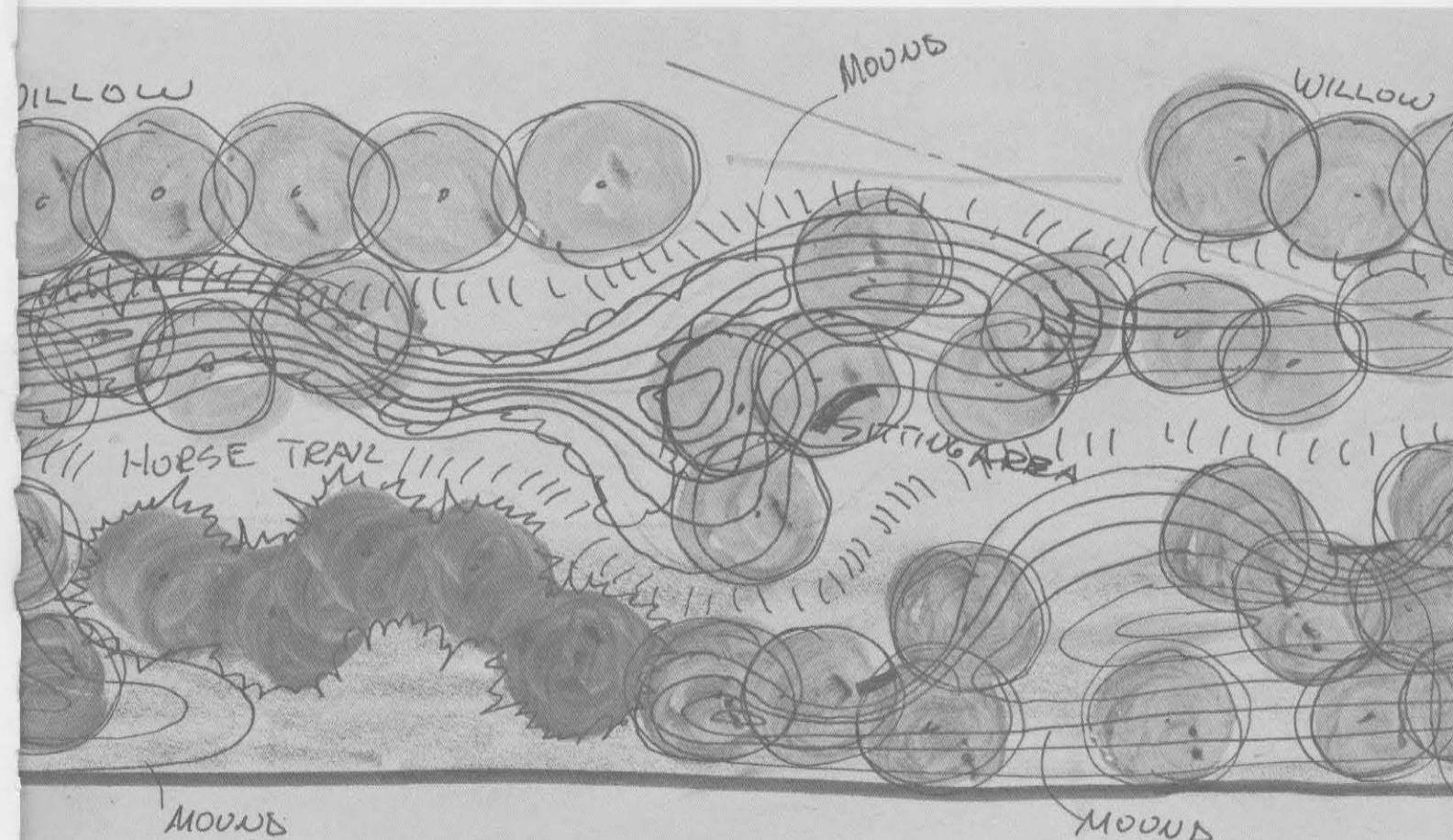
1. No freeway or expressway should be constructed as an adjacent activity of the Greenbelt, but wherever possible, streets parallel to the Greenbelt should be given careful treatment with Boulevard standards to add a pleasing environment for motorists and users of the Greenbelt. Streets of freeway or expressway magnitude are proposed in other locations of the City, and streets servicing affected properties near the Greenbelt and the Greenbelt itself should be of arterial street and local street standards.
2. Thirtieth Street should be extended from the Main and Fairview Couplet to the proposed Curtis Road extension, capping the presently existing streets which extend from Twenty-Seventh Street and State Street generally in a southerly direction. This street will initially serve to move significant amounts of truck traffic and is placed in this particular location to eliminate this truck traffic passing through the residential neighborhood on both sides of Twenty-Seventh Street. The placement of this street helps to form a proper design for the Greenbelt and Greenbelt Lake where significant recreational potentials exist.
3. The area extending easterly from the Main Street and Fairview Avenue Couplet should have Thirtieth Street extended through to Americana Boulevard. This requires crossing the Union Pacific Railroad tracks and permits connection of this street to Shoreline Drive near the K-Mart Store on Americana Boulevard.
4. Twenty-Seventh Street and Twenty-Third Street will undoubtedly continue to function as major arterial streets. Owing to this, River Street should be emphasized easterly from the Main Street and Fairview Avenue Couplet and should extend across Capitol Boulevard curving to Myrtle Street in an uninterrupted pattern. Since Thirtieth Street is proposed to extend to Americana Boulevard and on to the Post Office location, provisions could also be made for the possible extension of this street adjacent to the Greenbelt and on to River Street near Eleventh Street. This continuance permits proper access to the proposed Capitol Boulevard-Ninth Street Couplet. This suggested street pattern is valid unless the River Street area undergoes substantial revitalization according to an overall plan.
5. A Capitol Boulevard and Ninth Street couplet is proposed closely related to recent studies completed for the State Highway Department. Suggested alterations to these study proposals shift the southbound traffic from Eighth Street to Ninth Street because of the redevelopment proposals to the north. No new bridge is proposed over the Boise River in the area of Eleventh Street due to the functional pattern for traffic which would be developed by a new Ninth Street bridge and the mentioned Couple. Right turn movements for southbound traffic could be limited to the River Street-Ninth Street connections, thus giving additional access for traffic to arrive at Boise State College via College Boulevard.
6. No street or river crossings are proposed extending Campus Drive to the west. The continued limitation suggested for this street precludes its becoming a thoroughfare for unwanted commuter traffic in front of Boise State College and adjacent to the Greenbelt.
7. River Street is proposed to extend to Myrtle Street east of Capitol Boulevard. Although there may be some disruption of the land use patterns by this extension, the redesigned access to Julia Davis Park. In addition, other core area redevelopment proposals indicate a need to have improved access to Fifth Street extending North to the Federal Building as well as south on Sixth Street from the same area. The proposals mentioned accomplish this possibility including free flowing exit from Capitol Boulevard as entrance to the core area is made from the south. This is highly desirable due to the restricted areas on Capitol Boulevard being proposed in redevelopment plans.

8. Since River Street is proposed to connect to Myrtle Street in the Capitol Boulevard area, it is also logical that this extension continue easterly in a proper way. The crossing of Broadway Avenue at the best possible angle of intersection is recommended with the extension continuing east adjacent to the Greenbelt. The City is developing proposals in harmony with the recently announced Morrison-Knudsen development for proper alignment of streets as related to Myrtle Street, Park Boulevard and Broadway Avenue.

9. As this extension continues east, an improved alignment of the Boise River is proposed. Stabilization of the river near Municipal Park is desirable due to high water encroachment. By this realignment, the street can continue in its easterly direction along the Citizens Right-of Way on the southerly side of the railroad track. Access to the proposed Municipal Golf Course is necessary, and this proposal creates such

access. Freeways which may be constructed in this locale will not give adequate access to the Greenbelt since careful control is always exerted as to local access to and from freeways.

10. The Greenbelt circulation pattern and that of the City in general would be considerably enhanced by better access to South Boise. The Boise City Comprehensive General Plan proposes arterial streets extending to the east from Broadway Avenue. This continues to be highly desirable. Needed arterial streets will function more suitably with the Greenbelt and adjacent developing areas if an additional bridge extending across the Boise River is constructed at the easterly end of the Greenbelt project. This bridge will create South Boise access, permit better use of the Greenbelt, create access to the Golf Course on both sides of the river, and generally improve the overall traffic pattern for the community.



## FEASIBILITY

It is believed that the discussion on feasibility wherein recommendations are made to employ the services of a Greenbelt Coordinator or Acquisition Specialist will result in a program which can be adopted in its proper phase with City budgeting and be carried to completion. This recommendation is sympathetic to the possibility of amendments and adjustments via a Capital Improvements Program and Budget since continuing review of original proposals must take place.

It is also recommended that since the design that land acquisition must take place, the City undertake to spell out a workable method to acquire land on the basis of long term lease instead of fee acquisition. This will require considerable contact with property owners. An example of "short of fee acquisition" may be a use agreement between the State of Idaho and Boise City on part of the prison farm land proposed for a municipal golf course or use of some of the Boise Water Corporation land. It is believed that if given the opportunity, many property owners will cooperate to formulate a "Use" arrangement.











## BOISE RIVER GREENBELT PLAN

- FOOT & BICYCLE PATH
- BRIDLE TRAIL
- CITY OWNED PARKS
- ACTIVITY CENTERS

SCALE :



**10** Municipal golf course  
Concessionaire  
Community activity center



**11** Equestrian arena  
Equestrian school  
Horse rental

# PAST AND PRESENT

# CHAPTER I

## **Historical Setting Existing Situation Case Studies Trends**

This image is a collage of historical documents and reports from the late 20th century. It includes several prominent titles: "PAST AND PRESENT" by C. H. W. Barnes, "CHARTER" by R. L. Smith, and "TRENDS IN THE UNITED STATES" by J. D. Gaskins. Overlaid on these documents are several text boxes containing the words "Historical Setting", "Existing Situation", "Case Studies", and "Trends". The overall composition is a dense, layered representation of historical research and analysis.

## HISTORICAL SETTING

The historical setting of the Boise River Greenbelt is perhaps best stated as the Boise River itself. This river has long been a ribbon of blue surrounded by greenery, giving the freshness of water to the entire valley. In the early days when Boise City was established the river was considered to be located in the farming periphery and its historical meanderings are verified by study of maps which indicate tremendous changes through years of flow. In more recent years, some of the ammenities of the river have been capitalized upon as indicated by statistics which show that approximately 35 percent of the river frontage within the planning area of this study is under public ownership. The large park areas which are located adjacent to the river makes Boise almost unique for a city of its size. It is certain that timeliness in acquisition of the other percentage not presently owned by the public is very important.

Land use patterns along the river have changed at times and in some regards there have been use reverses from original community developments such as the baseball field near Municipal Park and the long standing

residential areas in the vicinity of River Street. These changes, however, must be understood and accepted as logical occurrences in the development and enlargement of the City. It is very difficult to recapture some of these rather delightful river land use activities but new ones can be developed which will be of continuing use and beauty on the landscape. Examples of these are the development of additional parks, a proposed municipal golf course construction adjacent to the river, the probable change of private land use developments which have been discussed in other parts of this report, as well as the general encouragement of sympathy in design which can now be pursued with greater emphasis due to the focus of the Greenbelt.

Historically, changes which have taken place over a long period have not solved vehicular movement problems adjacent to the river. As stated earlier, automobile traffic conflict and frustrations are now apparent in areas along the Greenbelt but can largely be overcome by active action in street construction and improvement.

## EXISTING SITUATION

The existing situation along the Greenbelt has been discussed to some extent in other areas of this report with regard to zoning and land use patterns. It should be pointed out that the potentials for park and recreation activities and adjacent property improvements are in existence because of the river and the park system which is now in effect. Work which has taken place in Julia Davis Park and the existence of Ann Morrison Park has made the river more accessible and open to the public. The long standing "tubing" activities of Boise River are of national note and continue to be a unique activity. Perhaps today's visual impact of Boise River where

existing vistas are available to the public is the most significant advantage of the present open space quality along the river.

Fishing and wildlife activities are of significant value and proposals to enhance the access and flow of the river will emphasize these experiences further. From the data gathered by the Boise City Park Department in 1965, titled "Park Traffic and Use Survey," it is of note that the parks take on a regional perspective as well as local context. The following table indicates the attendance figures:

PARK	SUMMARY OF TOTAL ESTIMATED ATTENDANCE—1965	
	Peak Season	Full Year
Ann Morrison	1,069,145	1,724,345
Julia Davis	627,990	1,006,120
Municipal	87,270	92,745
TOTALS	1,784,305	2,823,210

Increase of activities and varied user activity points out the tremendous importance of the parks within Boise City.

Although the avid sportsman may conclude that one

need only travel to nearby streams and mountains to take advantage of adequate park like activities, facts belie this position and indicate that day-to-day use of local facilities is on the uptrend.

## CASE STUDIES

It will not be the purpose of this report to review other programs throughout the nation which are being pursued and which closely parallel the Greenbelt program in Boise City. It is significant to note, however, that waterfront developments and increased open space land is considered to be a prime priority in national and state programs. This is exemplified by the fact that money is made available to local jurisdictions on a participation basis, giving them an opportunity to receive help from sources other than local budgets to facilitate park and open space acquisition and development.

River front use is being carefully considered in Idaho Falls, Idaho where the Snake River passes through the City. The San Antonio, Texas greenery design unifies the

city with nature. Another recent greenbelt design was accomplished for New York's Staten Island area extending over a distance of approximately five miles, with much of the land already publically owned. In the Staten Island program, a linkage is to be accomplished much like the Boise River Greenbelt program.

Riverfront design and development efforts are underway in such populous and significant cities as Philadelphia, Washington, D.C., New York City, Cincinnati, Detroit and Sacramento. These are only a few of the communities in our nation now undergoing rediscovery of waterfront potentials. The represent areas where vast amounts of money must now be expended to undertake this revitalization.



## TRENDS

The following plates indicate trends which are taking place as related to recreation and leisure time activities. As reported earlier in this text, the activities in the existing park system of Boise City are on the uptrend,

and the population projections in the Boise Metropolitan Area indicate that this trend warrants continuing support and emphasis on the park program being fostered by the City.

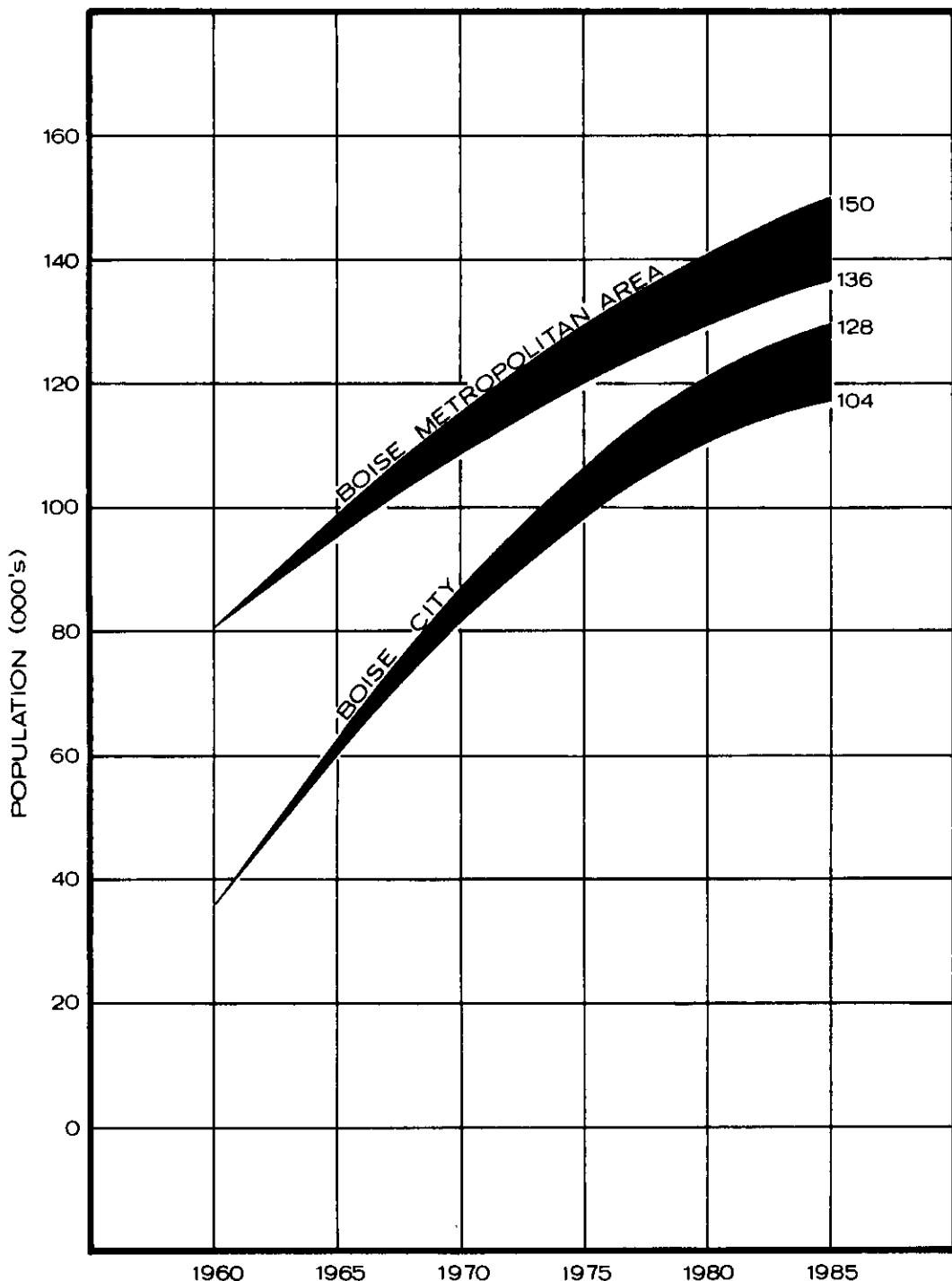
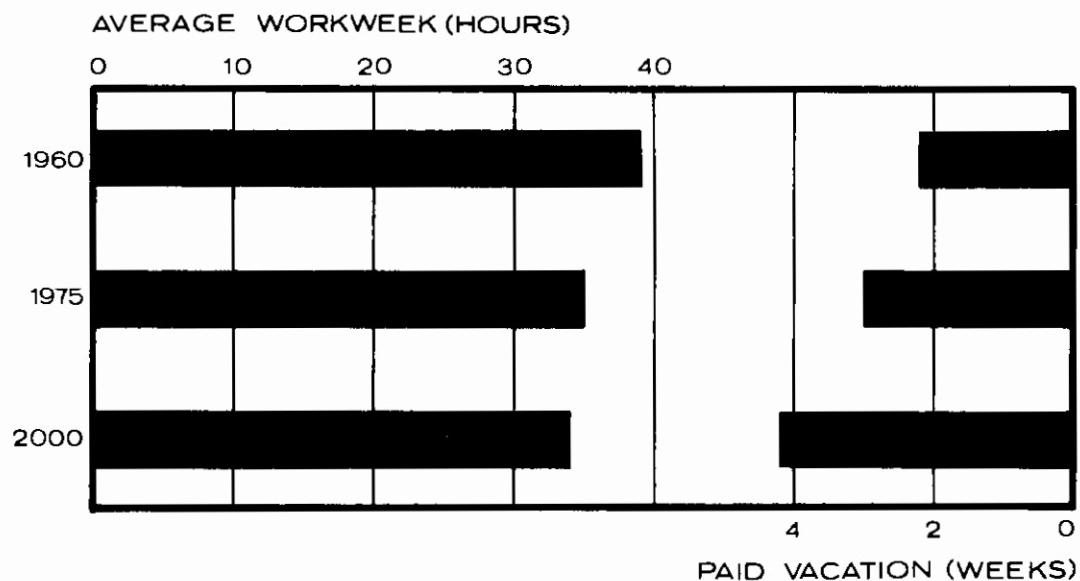


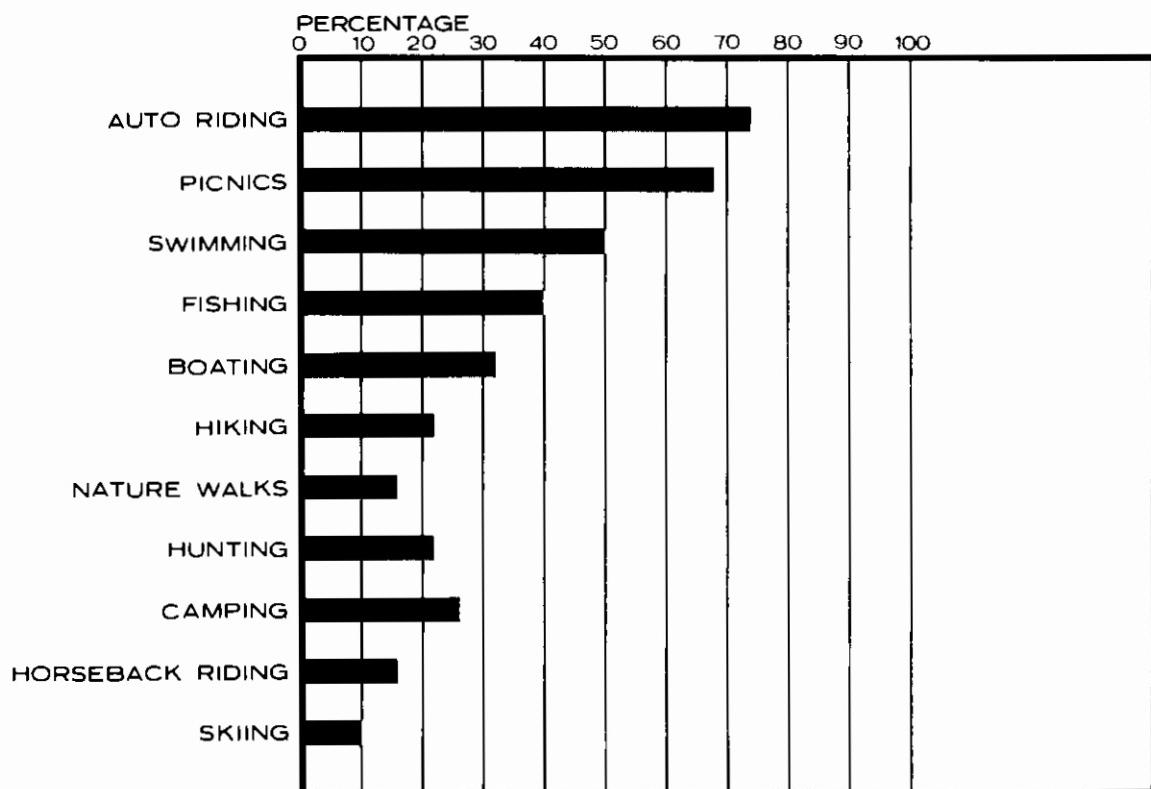
PLATE NO. 1—PRESENT AND PROJECTED POPULATION OF THE BOISE METROPOLITAN AREA: Source: Boise City, Ada County and Idaho State Highway Department

The leisure time for the American citizen is increasing. Plate no. 2 shows this in graphic form.

**PLATE NO. 2—U.S.A. LEISURE TIME; Source: ORRRC Report**



It is interesting to study the preference which the individual participant has for various types of recreational activities. Although the preference for recreational activities may vary on a regional basis, the tremendous upswing of certain types of activities and the interests of many groups for varied activities points out the need for variety in the Greenbelt experience.



**PLATE NO. 3—OUTDOOR RECREATION ACTIVITIES PREFERENCE;  
Source: ORRRC Report**

## **CHAPTER II**

### **CONCEPT ANALYSIS AND DESIGN CRITERIA**

Visual Impact  
Landscaped Extensions  
Land Use  
Planning and Zoning  
Traffic and Circulation  
Hydrology  
Ecology  
Topography

## VISUAL IMPACT

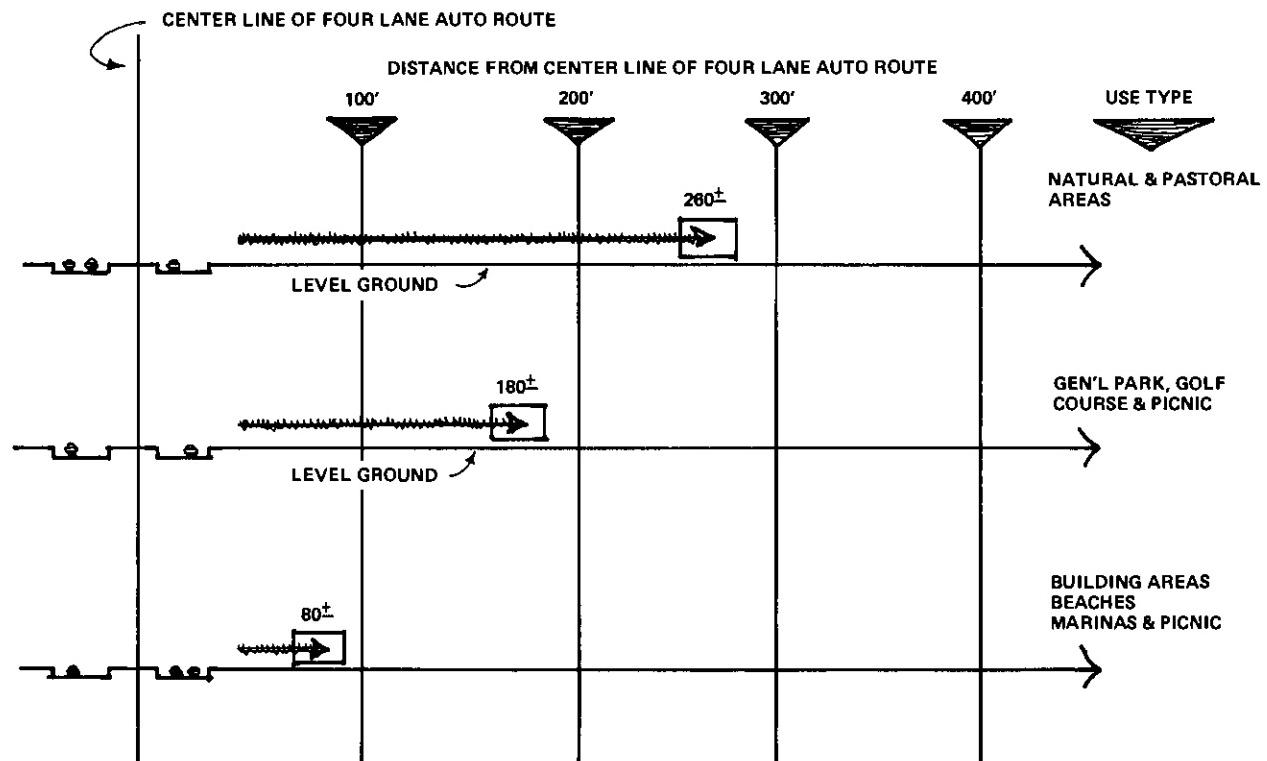
There are at least two separate and apparent areas of consideration concerning visual impact. One is the impact which the Greenbelt and its continuation through the urban pattern imposes on the traveling motorist and the other is impact in terms of the pedestrian perspective or ground level recreation standpoint. The design proposed accommodates the traveling motorist to the greatest extent possible while retaining the necessary privacy which is desirable. The motorist is able to travel along the Greenbelt with easy transition from farming of mountainous terrain into the city itself. Protection of the river and encouragement to stop either in travel through the city or within the city has been a careful consideration from the standpoint of design. The pedestrian, bicyclist and horseman are given the greater advantage by the Greenbelt design. The environment which is being created along the Greenbelt does not encourage enclosures, fencing or other impediments to use and view except where walks or viewpoints are included in the design.

The illustrations of Sketches and Cross Sections indicate considerations given in relation to the noises created by vehicles. The types of uses which are accommodated in the Greenbelt as related to the noise factor were

considered, thus streets closely paralleling a narrow area of the Greenbelt had more consideration given to buffering and noise abatement than was necessary where land areas of the Greenbelt are wider. Plant materials are potentially the most effective device for reducing noise as well as to screen and beautify these areas by careful handling.

The scale of the total city was also carefully considered. For instance, the city's skyline and the impression that trees and open areas, which are a paramount feature of the total city, have been emphasized in the design. Vistas and historical edifices were considered and the activity experiences drawing users from one area to another were analyzed. This type of relationship is highly important in encouraging more pronounced use of the Greenbelt since an individual is drawn from one area to another by the inclusion of facilities which may be seen or at least anticipated based on the scale of the separate areas.

Visual impact and civic pride impressions are readily attainable in the Greenbelt since a great amount of this has been accomplished by the park system not in existence.



ESTIMATED DETERIMENTAL IMPACT OF FOUR LANE AUTO ROUTE UPON VARIOUS USES

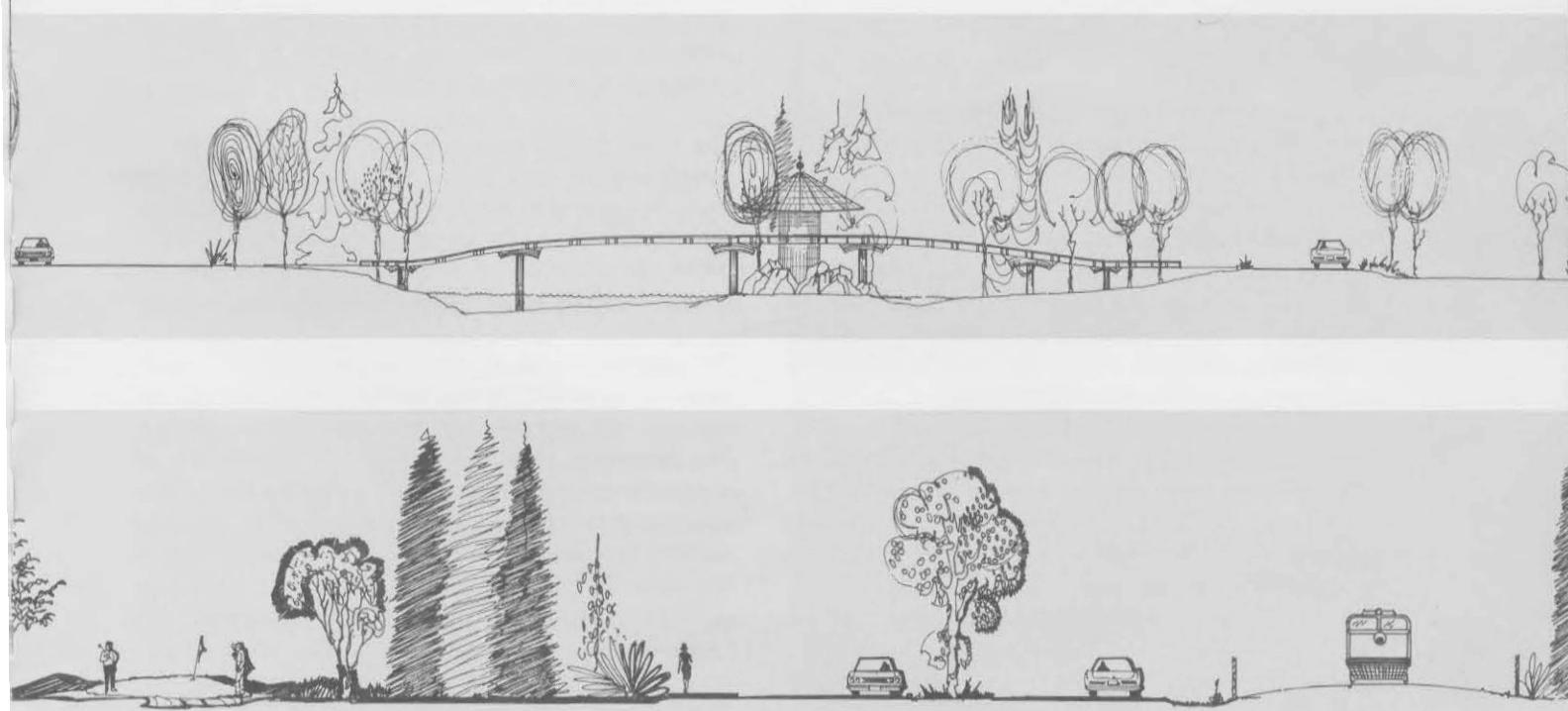
## LANDSCAPED EXTENSIONS

One of the most vital additional potentials which should be carefully considered in the total city open space effort is the extension of the Greenbelt or landscape treatment on additional streets and areas. The Boise City Park Department has developed projections which show the suggested areas for neighborhood, community and other parks which either exist or must be acquired. These proposals are on record in the Park Department, and the present discussion of proposed landscaped open space extensions is not intended to supersede or replace those well thought out proposals. It is, however, the intention of this report to indicate and propose that there be considerable emphasis placed on expansion of the Greenbelt and other large parks adjacent thereto into other critical areas of concern within the City. Most cities are now attempting to unify and blend areas of beautification. This can be stated in part as those areas where visual affect should be attained, either from the standpoint of the resident or the motorist who may be a new visitor to the community. These landscaped extensions are usually treated on an intimate and detailed basis due to the size of the areas to be developed. The Landscaped Extensions Map No. 3 indicates some of the areas which should be considered in future proposals. These improvements may be brought about in the City's annual budget program as a result of the Model Cities Program, or like efforts. It is hoped that by this illustration, additional thought will

be given to connecting linkages other than strictly along the river system itself.

It is also important to note that the City should be actively engaged in an analysis of its canal systems and irrigation ditches which are plentiful throughout the community. This does not mean that all of these areas should be made into parks or Greenbelts, but that specific areas other than those indicated on the Landscaped Extensions Map could be highly desirable in a cohesive open-space pattern. These areas are important from the open space standpoint, as well as in terms of pollution and safety precautions which will continue to be of concern as the density of the metropolitan area increases.

One of the strongest criticisms which has been heard about open space land in the public setting has been its lack of use because of poor location. Because the Greenbelt passes through the urban core of the City and is related in many ways to commercial and industrial activities, the Greenbelt must be encouraged to reach in among the heavy use area to encourage beauty and security. These areas shown as finger projections should be used by employees and others wishing to communicate with the urban pattern. The location advantages of almost every section of the Greenbelt cannot be over emphasized in terms of the need for good civic design.



## LAND USE

Beginning at the easterly extremity of the Greenbelt, the existing land use pattern is rather rural in character with dry grazing and livestock land with some homes located on existing street systems. This area of the community promises to become an excellent location for residential development, especially when better street access is developed and when sewer and storm drainage problems are solved. Land use treatment adjacent to the Greenbelt and the design of the Greenbelt should be sympathetic to each other.

As the river extends westerly and approaches the City limits, the density of the residential pattern increases with several conflicting land uses located adjacent to the river itself. Inharmonious uses not oriented to the river, such as the south side of the Park Boulevard frontage with its substandard housing examples are more commonplace than desirable. The zoning pattern permits commercial expansion on the north side of the river and owing to the narrowness of the strip between Park Boulevard and the river rather stringent design review requirements for new construction should be imposed.

Streets in a grid pattern, stubbing against the south side of the river in this area compound against the natural advantages that are apparent if these streets were properly designed with the Greenbelt in mind. This problem will require City efforts to establish the proper local street pattern, especially since higher density activities are very likely to occur because of nearness to Boise State College and the Greenbelt amenities which are developing.

The area along the river west of Broadway Avenue presents a unique land use relationship with Boise State College on one side and Julia Davis Park on the other. These established land uses give manifold advantage against the possibility of public open space diminishing in this locale. No thrust of use into Julia Davis Park, other than multiple purpose park use, should be entertained due to its location and continuing value as public open space. This is generally true throughout the park system being developed in Boise City.

The linkage of a major part of the park system by the Greenbelt proposals such as between Municipal Park, Julia Davis Park, Boise State College and Ann Morrison Park overrides the question of not connecting these separate but closely located units because of design or cost problems. The long-range land use pattern, therefore, expresses a need for greenbelt unity in the linkage proposals. With growth and inherent improvement of circulation patterns, the privately owned areas

west of Capitol Boulevard, on both sides of the river, will undoubtedly undergo substantial land use changes over a period of time. The extent and importance of Ann Morrison Park as a public open space can also be further solidified by proper land use patterns on the northerly side of the river and in the area east of Ann Morrison Park extending to Capitol Boulevard. These properties have considerable vacant areas and are now used for truck terminals, warehousing, vehicle storage, vacant land, commercial enterprises and scattered residential uses. The changes which will come about by the Greenbelt implementation alone will create a demand for solidification of zoning.

Extending westerly from Americana Boulevard on the north side of the river, the land use pattern intensifies into light industrial and heavy equipment storage, sales and maintenance. This vicinity is typified by the failure of existing development to use the river to any aesthetic advantage. Vacant land is in existence to a greater degree than would ordinarily be expected. The streets are inadequate adding to a confusing and substandard pattern of design for the area. South of the river, the same can generally be said of the mixed office, warehousing and campground activities. The nearby Masonic Temple property is vacant at present, and although it is privately owned, proposals being made for the overall design promise an exciting contribution to the Greenbelt linkage system. Because of substantial open space areas such as the Masonic Temple property, Ann Morrison Park and others, conflicting land use patterns nearby should be upgraded to meet the advantages of location in this area.

The Main Street-Fairview Avenue Couplet has service commercial and light industrial land uses adjacent to the river. The improved street pattern now in existence and those proposed in the design of the Greenbelt aids in better identification of land uses and diminishes the confusion which has existed heretofore in this vicinity.

The northerly side of the river beyond the Couplet supports extensive gravel excavation activities, and although the land use pattern is not entirely solidified, the Greenbelt proposals will aid in arriving at an acceptable pattern for this area. It is also apparent in this instance that extensive changes in existing land use patterns may also be desirable over a period of time. If this area is to be used to its greatest advantage, extraction of gravel deposits should undoubtedly continue, but recontouring, creation of access, design amenity and other important aspects of good city planning should be required. There will also be more

attention focused in this area by the imaginative use of the water open space and the establishment of an upgraded street system.

While the greenbelt design is presented mainly covering an extensive area of Boise City, it is highly important that Garden City and Ada County become sympathetic partners in extending the Greenbelt and encouraging proper land use in the individual jurisdiction areas. A

generalized proposal has been made in the Garden City area as well as in those areas presently unincorporated but which are part of the Greenbelt path. It is important that at least those enclaves or islands which are not within the City yet but are between Gate City Steel on the east and the Boise City Sewer land on the west be included in an active City County cooperative effort to insure continuity and solidification of the Greenbelt.

## PLANNING AND ZONING

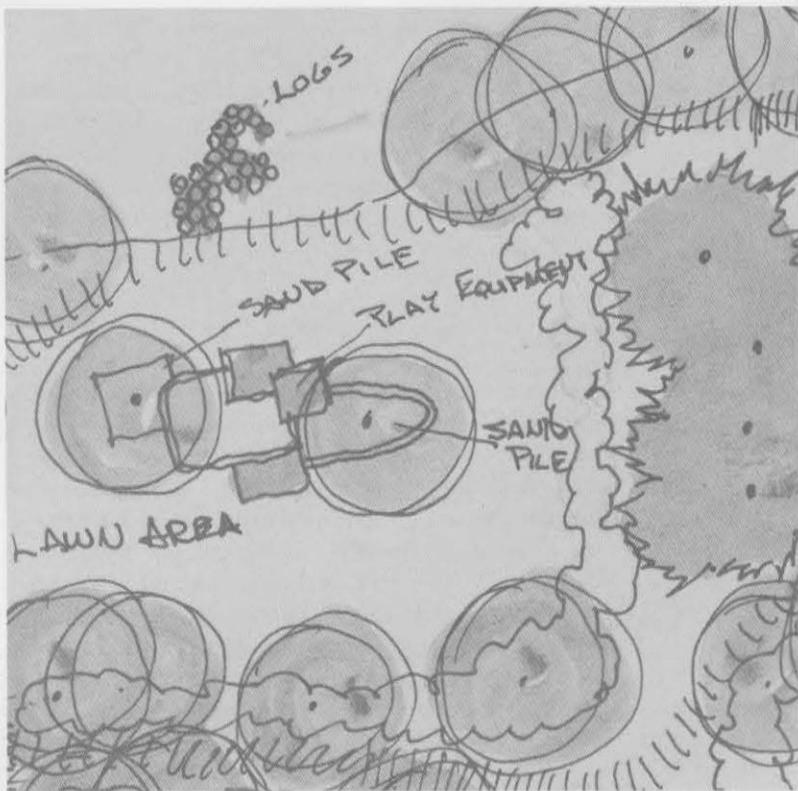
Significant proposals on planning and zoning have been written directly into the conclusions and recommendations of this report. Since the conclusions and recommendations propose that specific ordinances and amendments take place in the process of implementation of the Greenbelt objectives, the most beneficial addition to those recommendations and conclusions would be to suggest items which will be helpful as additions to existing or proposed ordinances.

**FLOOD CONTROL ORDINANCE** — A flood control zoning classification should be written into Boise City's Zoning Ordinance to cover areas where flooding is a hazard. As related to the Greenbelt, such a classification would clearly point out the areas where the U.S. Army Corps of Engineers, in its study titled "Flood Plain Information for Boise River and North Side Tributaries," indicated the specific areas where flooding may take place. It is noteworthy that the Greenbelt design attempts to take these areas into consideration. The working of the flood control zoning classification should speak to the type of construction which would be permitted in these flood zones and the precautions which must be taken on the structures which are places within hazard areas. The suggested golf course location in an example of the flood area, and a club house is a good example of construction which would have to recognize the hazard of flooding.

**SETBACK ORDINANCE** — After adoption of the Greenbelt plan, it is apparent that certain setback requirements should be required for buildings which are constructed along the Greenbelt. The setbacks which may be required can only have substance and meaning if Neighborhood Analysis work has progressed sufficiently to set down the goals and objectives mentioned as desirable prerequisites to the planning implementation phase.

Closely related to setbacks required along the Greenbelt, is the need to setback structures on those streets and areas which are identified on the Landscaped Projections' Map No. 4.

**EXCAVATION ORDINANCE** — Examples of excavation ordinances are more common in county government since excavation is generally taking place ahead of metropolitan expansion. In the case of the Greenbelt, there are excavation activities at both ends of the planning area. Since growth of the City will take place, and these areas of excavation will remain, a recommendation is made that the city consider an excavation ordinance working closely with property owners for suitable recontouring of excavated areas. By this method, the blight which would be caused if these areas are not adequately planned for will be largely eliminated. The design of the Boise River Greenbelt purposes to use these large excavation areas as recreation advantages. It is also apparent that an excavation ordinance could help in eliminating the water hazard at the extraction pits.



## **TRAFFIC AND CIRCULATION**

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The conclusions and recommendations section of this report contains the discussion on traffic and circulation as related to the Greenbelt. The need to unify overall traffic and circulation patterns of the City into a cohesive statement would be most helpful in eliminating problems which occur when a single purpose proposal is

being made. Traffic and circulation, as well as other elements of city planning are a continuing process, and any traffic and circulation plan must not override other important aspects of city progress, but basic published proposals for ready reference would be of significant worth to the City.

## **HYDROLOGY**

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The design for the Greenbelt proposes that some areas along the river be improved to facilitate water flow where stagnation occurs. This proposal is not intended to negate fishing and wildlife habitat. The scenic view points which are suggested along the Greenbelt take advantage of the more spectacular parts of the River where the water flow is interesting. During periods of high water on the Boise River, use of the Greenbelt will be less than during periods of normal water level. Because of the difficulty and expense which would occur if the City was to create passage for equestrians riding from one end of the Greenbelt to the other, the design proposes that trails for horses be kept east of Broadway Avenue on one end and west of the Main Street bridge on the other end with arenas and loading

and unloading areas provided. The hydrological problems created during high water would prevent passage of animals from one end of the Greenbelt to the other unless very costly structures were built. The horses will be able to travel the extent of the Greenbelt during periods of low water by use of the streambed itself.

The design proposes that the river alignment by Municipal Park be adjusted and stabilized, since high water periods have continued to encroach into Municipal Park.

The illustrations of cross-sections in this report point out a desirable contour extending from the water's edge to the boundary of the Greenbelt.

## **ECOLOGY**

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Investigation of the river in areas where acquisition and development must take place shows that the existing plant materials are of questionable value in most cases. The extensive underbrush has created a difficult situation in terms of gaining access and viewing the river properly. It is important to note that careful consideration must be given to plant materials which are included in the Greenbelt since the problem of watering

exist and natural habitat should be encouraged where turfing and extensive watering systems will not be used. Since wells will probably be used to water where turfing takes place, these areas for turfing must be carefully selected. Plant materials in these watered areas can be of a greater variety. Removal of existing plant materials should be carefully controlled by the Park Department to insure that no useful foliage is taken.

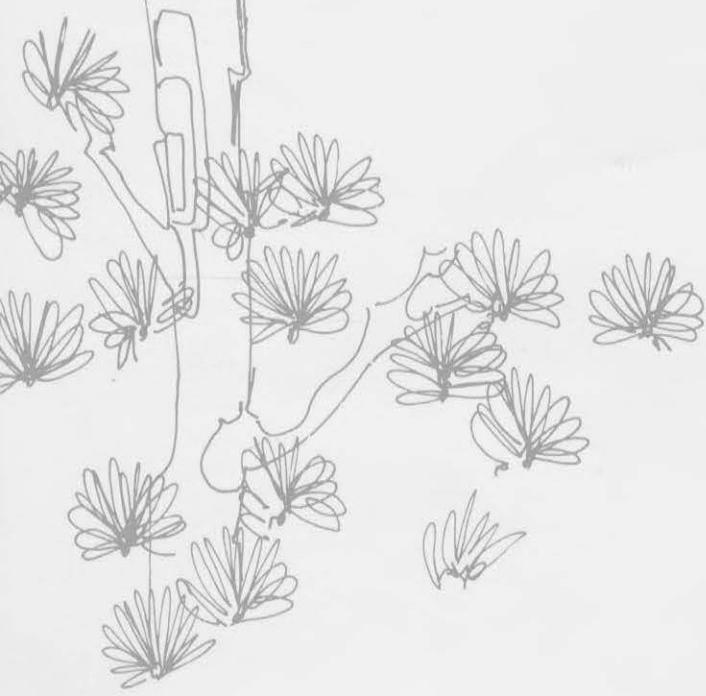
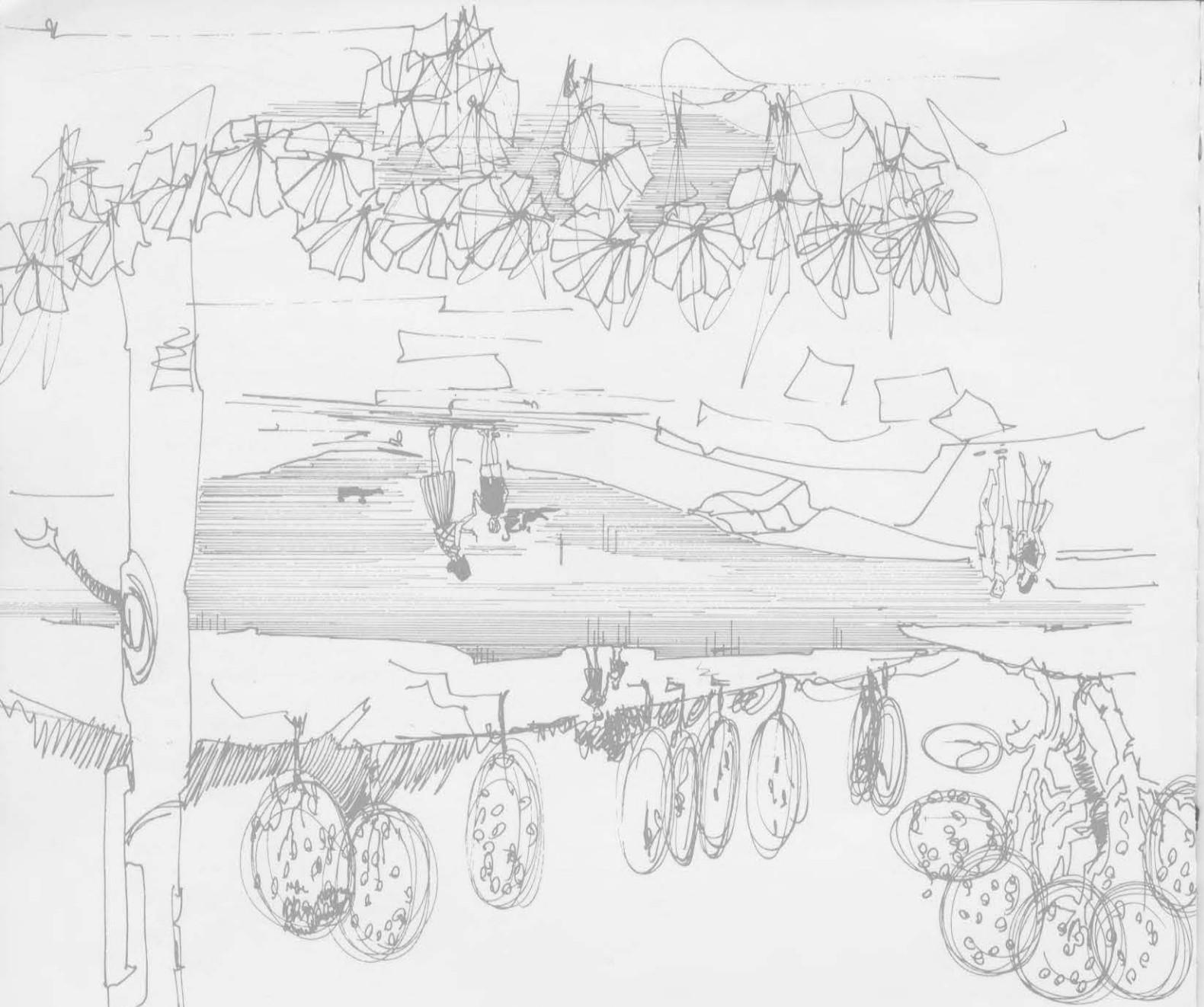
## **TOPOGRAPHY**

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The illustrations of Sketches and Cross Sections indicate topography as related to use activities of the Greenbelt. Care must be taken that permanent structures and trails along the Greenbelt are above the high water areas unless specific precautions for flood construction are utilized. The existing topography is varied and the development of the Greenbelt will generally improve the hazard situation. As stated earlier, careful consideration should be given so that no vista or other advantages which improve the environment along the Greenbelt are closed from use. Whenever fences to protect life are to be included, it is highly desirable that these not be edifices which are obviously detrimental to the beauty of the

areas in question. Stone and soft wood textures are more acceptable than wire mesh and like harsh treatment.

It is specifically noted that the property lines used in the design work were furnished by Boise City without actual engineering surveys and therefore must be considered to be estimates. Due to the meandering activity of Boise River, the solidification of the property line locations will be a very helpful addition to the acquisition information which the City must develop. This problem will also affect the question of topography improvement as the Greenbelt is developed.



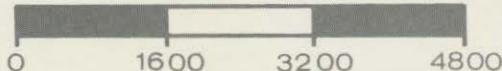
**LANDSCAPED EXTENSIONS MAP NO. 3**





## LANDSCAPED EXTENSIONS

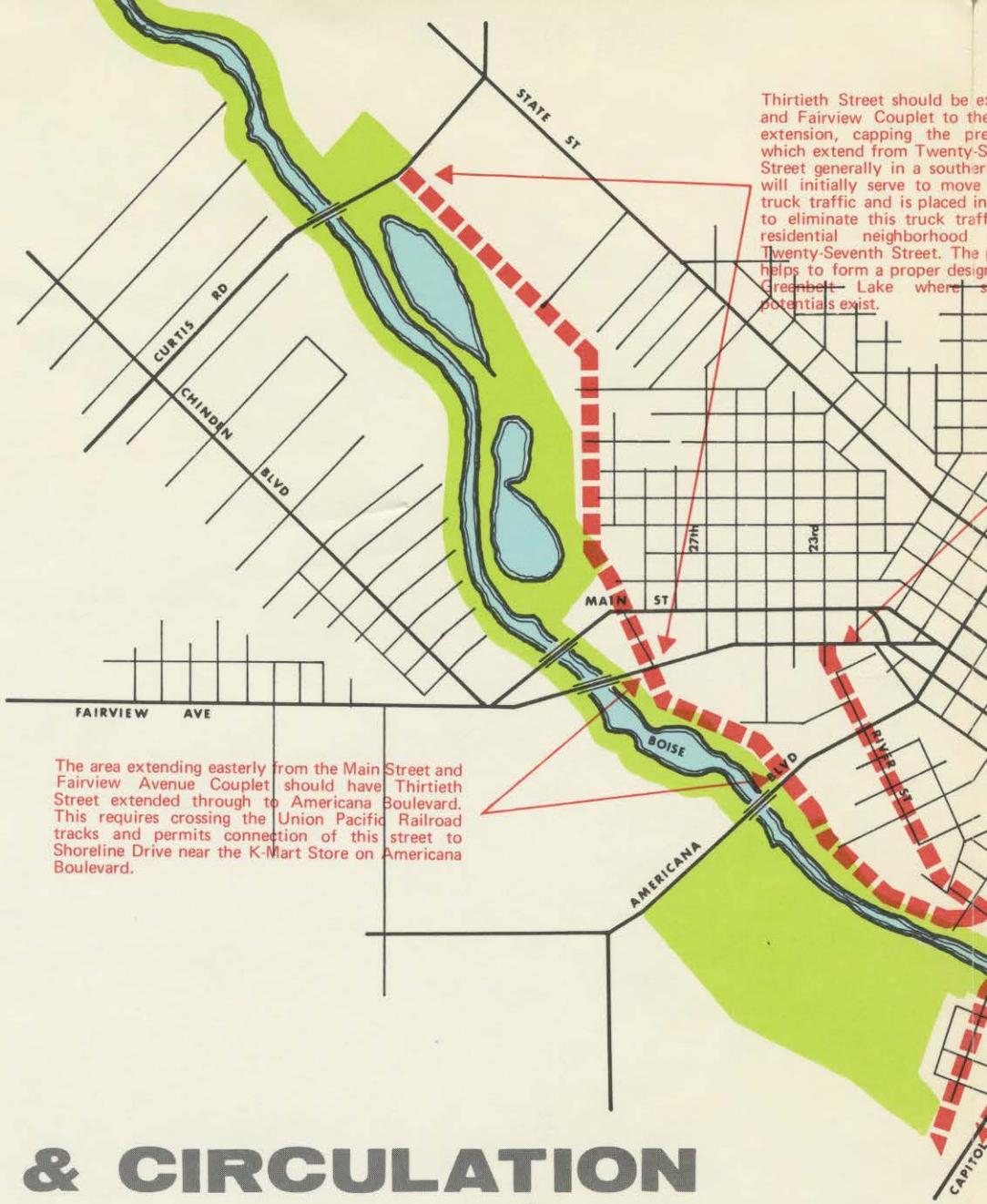
MAP NO.3  
SCALE:



- BOISE RIVER
- GREENBELT
- GREENBELT EXTENSIONS

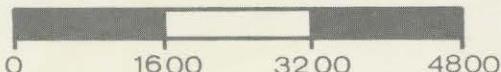


**TRAFFIC AND CIRCULATION MAP NO. 4**



## TRAFFIC & CIRCULATION

**MAP NO.4  
SCALE:**



 BOISE RIVER

 GREENBELT

 STREETS

ould be extended from the Main Street to the proposed Curtis Road in the present existing streets Twenty-Seventh Street and State southerly direction. This street will move significant amounts of traffic passing through the neighborhood on both sides of the street. The placement of this street is for the Greenbelt and where significant recreational

Twenty-Seventh Street and Twenty-Third Street will undoubtedly continue to function as major arterial streets. Owing to this, River Street should be emphasized easterly from the Main Street and Fairview Avenue Couplet and should extend across Capitol Boulevard curving to Myrtle Street in an uninterrupted pattern. Since Thirtieth Street is proposed to extend to Americana Boulevard and on to the Post Office location, provisions should also be made for the possible extension of this street adjacent to the Greenbelt and on to River Street near Eleventh Street. This continuance permits proper access to the proposed Capitol Boulevard-Ninth Street Couplet. This suggested street pattern is valid unless the River Street area undergoes substantial revitalization according to an overall plan.



A Capitol Boulevard and Ninth Street couplet is proposed closely related to recent studies completed for the State Highway Department. Suggested alterations to these study proposals to the north. No new bridge is proposed over the Boise River in the area of Eleventh Street due to the functional pattern for traffic which would be developed by a new Ninth Street bridge and the mentioned Couplet. Right turn movements for southbound traffic could be limited to the River Street-Ninth Street connections, thus giving additional access for traffic to arrive at Boise State College via College Boulevard.

River Street is proposed to extend to Myrtle Street east of Capitol Boulevard. Although there may be some disruption of the land use patterns by this extension, the redesigned access to Julia Davis Park necessitated by the Capitol Boulevard-Ninth Street Couplet, and the worth of a River Street extension to Myrtle Street overrides problems of disruption which may be created. Careful design treatment could enhance the entrance to Julia Davis Park. In addition, other core area redevelopment proposals indicate a need to have improved access to Fifth Street extending north to the Federal Building as well as south on Sixth Street from the same area. The proposals mentioned accomplish this possibility including free flowing exit from Capitol Boulevard as entrance to the core area is made from the south. This is highly desirable due to the restricted areas on Capitol Boulevard being proposed in redevelopment plans.

Since River Street is proposed to connect to Myrtle Street in the Capitol Boulevard area, it is also logical that this extension continue easterly in a proper way. The crossing of Broadway Avenue at the best possible angle of intersection is recommended with the extension continuing east adjacent to the Greenbelt. The City is developing proposals in harmony with the recently announced Morrison-Knudsen development for proper alignment of streets as related to Myrtle Street, Park Boulevard and Broadway Avenue.

As this extension continues east, an improved alignment of the Boise River is proposed. Stabilization of the river near Municipal Park is desirable due to high water encroachment. By this realignment, the street can continue in its easterly direction along the Citizens Right-of-Way on the southerly side of the railroad track. Access to the proposed Municipal Golf Course is necessary, and this proposal creates such access. Freeways which may be constructed in this locale will not give adequate access to the Greenbelt since careful control is always exerted as to local access to and from freeways.

The Greenbelt circulation pattern and that of the City in general would be considerably enhanced by better access to South Boise. The Boise City Comprehensive General Plan proposes arterial streets extending to the east from Broadway Avenue. This continues to be highly desirable. Needed arterial streets will function more suitably with the Greenbelt and adjacent developing areas if an additional bridge extending across the Boise River is constructed at the easterly end of the Greenbelt project. This bridge will create South Boise access, permit better use of the Greenbelt, create access to the Golf Course on both sides of the river, and generally improve the overall traffic pattern for the community.

## **CHAPTER III**

### **FEASIBILITY**

Programming, Costs and Financing

# PROGRAMMING, COSTS AND FINANCING

Acquisition of considerable property is required to insure completion of the Greenbelt program. Due to inflationary trends, especially when an ambitious effort is begun, a well conceived program of acquisition is very vital. It has been noted that "use agreements" or "short of fee acquisitions" are an important facet to be explored. It is recommended that Boise City consider employment of a technician to actively pursue use agreements as well as acquisition. The taxpayer's interest would be well served if a significant program of acquisition, such as envisioned for the Greenbelt, is not sporadic in nature. Although this employee may not be used full-time for the Greenbelt since other public right-of-way purchases and agreements are always necessary, he could keep the City's acquisition program moving forward by taking advantage of every possibility to carry out the plan in a coordinated manner.

Development of the land which is part of the Greenbelt will be expensive as will be a continuing maintenance program. The turfed areas as well as those areas where concentrated activity is expected will be the most expensive to develop and maintain. It is highly desirable to encourage citizen organizations to participate in the

development of the Greenbelt, and a coordinated effort to direct these energies would create the greatest benefit to the public. The Boise City Park Department will assuredly feel the impact of additional responsibility concerning development of the Greenbelt and as a result, is entirely possible that a Greenbelt Program Coordinator will need to be established as part of the Park Director's Staff. It has already been established that certain areas are more critical than others as related to early acquisition. The Greenbelt design makes these areas apparent and suggestions on specific properties to be acquired are avoided in this report since the coordination and acquisition program suggested should establish the priorities as funding and development is solidified.

Overall appraisal of land costs has not been accomplished by the City since appraisals will be confidential in nature, and funding is a matter of continuing consideration, this report will give only acreage estimates of land acquisition requirements. The following statistics will be of benefit in reaching conclusions concerning the acquisition and development of the Greenbelt since direct dollar amounts, when available, can be applied.

## ESTIMATED PARKS AND GREENBELT AND AREAS

	Acreage (North Side)	Acreage (South Side)		Acreage (North Side)	Acreage (South Side)
<b>East of Broadway Avenue</b>			<b>Between Americana Boulevard &amp; Main Street</b>		
Boise City (parks)	36.0	0	Boise City (Parks)	0	0
Boise City (R.O.W.)	0.5	0.7	Boise City (R.O.W.)	2.5	0
Private Ownership	47.5 <sup>(1)</sup>	125.6	Private Ownership	6.5	8.0
Meander Areas	27.5	14.7	Meander Area	1.5	0
Other	53.0 <sup>(2)</sup>	0	Other	0	0
Total	164.5	141.0	Total	10.5	8.0
<b>Between Broadway Avenue &amp; Capitol Boulevard</b>			<b>Between Main Street to Waste Disposal Plant</b>		
Boise City (Parks)	107.5	0	Boise City (Parks)	0	0
Boise City (R.O.W.)	0	6 <sup>(3)</sup>	Boise City (R.O.W.)	0	0
Private Ownership	0	0	Private Ownership	129.5 <sup>(4)</sup>	0.5 <sup>(5)</sup>
Meander Areas	0	0	Meander Area	0	0
Other	0	0	Other	1.5	0
Total	107.5	6	Total	131.0	0.5
<b>Between Capitol Boulevard &amp; Americana Boulevard</b>			<b>TOTAL BY CATEGORY</b>	<b>Grand Total</b>	<b>Acreage (South Side)</b>
Boise City (Parks)	0	154.0	Boise City (Parks)	297.5	143.5
Boise City (R.O.W.)	1.0	0	Boise City (R.O.W.)	10.7	4.0
Private Ownership	8.0	10.5	Private Ownership	336.1	191.5
Meander Area	3.5	0	Meander Area	47.2	32.5
Other	0	0	Other	54.5	54.5
Total	12.5	164.5	GRAND TOTAL	746.0	426.0
					Acreage (North Side) 320.0

(1) Includes Boise Water Corporation Land.

(2) Includes State of Idaho Prison Farm Land.

(3) Includes Right-of-Way for Campus Drive and Land Adjacent.

(4) Includes Substantial Area for Marina Development

(5) Does Not include Garden City frontage.